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EDUCATION COMMISSION,

BARODA.

1909.

REPORT.

110469

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1910.

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BARODA EDUCATION COMMISSION REPORT.
December 1909.

CHAPTER I.

INTRODUCTORY.

Formation of the Commission. Dewan's order.

1. Under Huzur Orders Nos. 74 of 11th March, and B 108 of 11th June, 1909, the Dewan Saheb passed the following order—

(1) That a Commission be formed consisting of the following members:—

C. N. Seddon, Esquire, I.C.S., President.
Manubhai N. Mehta, Esquire.
A. B. Clarke, Esquire.
A. M. Masani, Esquire.
R. H. Gokhale, Esquire.
H. G. Parekh, Esquire.

(2) To enquire into the question of education in the Baroda State in its various aspects, and to suggest the lines on which its future development should proceed.

(3) To examine the four Subhas, or Presidents of District Boards, the four Educational Inspectors, the Principals of the Kala Bhavan and the Male and the Female Training Colleges, the Lady Superintendent of Girls' Schools and such other witnesses, official and non-official, as they may consider necessary.

(4) In dealing with primary education, including free compulsory education, the Commission will consider whether it is necessary to continue the present distinction between Government schools, Compulsory schools and Gramya Shalas in rural areas, and to maintain the present divided responsibility between the Education Department and the Local Boards. The Commission will ascertain whether it is more desirable to entrust one single authority—the Education Department or the Local Boards—with the whole duty connected with all Primary Education outside

towns, to place the special grant for free compulsory education at the disposal of that authority, and to hold that authority responsible for carrying out the orders and intentions of Government. In this connection the Commission will further consider if the benefits now derived from primary education are commensurate with the large expenditure incurred, if greater benefits or greater popular co-operation can be secured by a modification of the present system, if the limits of the compulsory age should be increased, and if the standard of compulsory education should be raised. Lastly the Commission will report separately on the question of Primary Education including compulsory education inside Municipalities both of B and A classes.

(5) It will also be for the Education Commission to consider the present division of duties regarding the enforcement of compulsory between the Educational and Revenue Authorities, and to report if these duties can be centred in the authority entrusted with Primary Education.

(6) The Education Commission will also advise Government on the feasibility and the prospects of a Vernacular College and University submitted by the Principal of the Male Training College.

(7) In dealing with Secondary and Higher Education, the Commission will consider the existing arrangements for the examination and inspection of the Anglo-Vernacular Schools and High Schools, and report if they require any modification.

(8) The Education Commission will also consider the feasibility of founding a new chair at the Baroda College for the teaching of Economics, Finance and Sociology, or the teaching of any other subject for which adequate tutorial facilities have not been provided at any of the existing Colleges in Western India.

(9) The question of improving and enlarging the scope of Scientific studies in Baroda will also be considered by the Commission, and the minutes recorded by Drs. Jackson and Travers regarding the founding of a Science

Institute with adequate laboratories for the Baroda College and Kala Bhavan will also be considered in this connection.

(10) The problem of improving the state of Sanskrit teaching, together with the general outlines of a Sanskrit Pathshala on modern lines, combining both the study of the classical language in its various branches, and original research on Western critical lines, will also be considered by the Education Commission. The question of the best method of teaching Urdu to Musalman children, who desire to learn that language, will also be considered by the Commission. And the Commission will further consider the best method of imparting moral and physical instruction and manual training in the different grades of schools.

(11) The Education Commission will enquire into the relations subsisting between the officers of the English and Vernacular Departments and advise whether they should be kept entirely separate or amalgamated in all their ranks.

(12) The recommendation of the Commission should be concise and supported with reasons; they should embody the financial results which their adoption would involve. Increase or decrease of the Inspectorial or Tutorial Staff, as well as the modification of their salaries and the provision of suitable buildings for schools, will also be enquired into and incorporated in the statement of financial results.

Evidence heard or received by the Commission.

2. In accordance with the above orders the Commission duly assembled. Forty-one witnesses were examined and their written opinions recorded. In response to a notice published in the Press one hundred and sixteen documents were submitted. The suggestions contained in them have been duly recorded.

Chapter II.

PRIMARY EDUCATION.

The compulsory free system should be persevered with.

3. The system of free compulsory primary education, initiated by the Baroda Government, is a boon to His Highness' subjects and should be persevered with and extended.

Popular co operation.

4. Popular co-operation cannot be expected at the outset, in view of the fact that the association of the element of compulsion with education is an idea entirely novel to India. With the advance of general knowledge and the formation of a more numerous educated class, popular opposition will gradually disappear, based, as it is, on ignorance.

Present system needs strengthening.

5. The system at present does not rest on a sound basis. Many villages have no schools, the masters are not adequately paid, the great majority of the schools are not provided with buildings. Considerable further expenditure, the details of which will be found in Appendix I, is called for.

Many villages have no schools.

6. From the last report of the Educational Department it appears that the number of villages in the State is 3,081. Of these, 412 have Government schools, while 1,541 have schools under the Local Boards. Thus there are 1,953 villages with schools, while 1,128 have none. Assuming that some of these villages are served by schools in their neighbourhood, there must still be many villages which under the Compulsory Code ought to be provided with schools at once.

Pay of primary teachers.

7. The witnesses examined have been unanimous in the declaration that the pay at present given is far too low. A teacher is paid seven, an assistant sometimes as little as five rupees per mensem. On this scale of pay a primary teacher does not receive enough to keep himself decently clothed and fed, to say nothing of his family. The cost of living shows a constant tendency to rise.

Gifts from villagers.

8. It has been suggested that a school master may expect to receive some additions to his pay in the shape of gifts from villagers, or from extra work undertaken on behalf of the Post Office or the Co-operative Credit Societies. But since in these days villagers do not, as a matter of fact, make any such gifts, and since it would be entirely undesirable to encourage such practices which would lead to possible invidious comparison between those who give and those who do not; since, also, the instances of masters

receiving allowances for extra work are few, these suggestions need not receive serious consideration. (Mr. Manubhai : "I have not yet entirely lost faith in the system of voluntary contributions from the villagers. The institution of a village schoolmaster is a part and parcel of the ancient village community, and it may yet survive the introduction of compulsory free education if endeavour is made to work it properly.")

A good master needs good pay.

9. A good pay is required to attract a good type of elementary teacher.

Recommendations.

10. It is accordingly recommended that :—

(*a*) No assistant teacher should be paid less than ten rupees a month.

(*b*) No teacher in sole charge of a school should receive less than eleven rupees a month.

(*c*) No head master should receive less than twelve rupees a month.

Teachers under the Bombay Government.

11. In this connection the Commission invite consideration of the scales of pay recently sanctioned for elementary teachers under the Bombay Government. They are as follows :—

(*a*) Untrained and unqualified teachers of ten years' standing will be paid not less than ten rupees a month,

(*b*) The minimum pay of a trained head master will be twelve rupees a month.

(*c*) The minimum pay of a trained assistant will be eleven rupees.

(*d*) The minimum pay of an untrained head master will be eleven rupees.

Higher qualifications to be expected from elementary teachers.

12. Together with this increase in pay, higher qualifications should be demanded from aspirants for posts in elementary schools. Under existing rules, the qualification demanded is the certificate of having passed the Sixth Vernacular Standard. Boys pass out of this standard at the age of twelve or thirteen, and when appointed as teachers have probably forgotten what little they learnt at school.

Recommendation re qualifications.

13. It is, therefore, recommended that—

(*a*) For entrance into educational service, a pass in the first year's examination of the Training College, or a pass in the fifth standard of an Anglo-Vernacular School should be demanded.

(*b*) Those of the present staff, who have passed neither of these standards, should be required to present themselves for the first examination of the Training College ; and, in the event of failure, their services should be dispensed with.

(*c*) It should be understood that those teachers who are of fifteen years' standing or over should not be dismissed, but that no unqualified teacher will under any circumstances receive promotion.

Transfer of teachers.

14. Frequent transfers of teachers, which has in the past been the cause of much complaint and discontent, should be avoided.

Gradation scheme advisable.

15. This may be done by the adoption of a gradation scheme of teachers. At present the appointments, not the men, are graded which causes frequent transfers.

Retirement of teachers.

16. Difficulty in administration is frequently felt in that the rules do not permit the retirement of a servant who has not reached the retiring age, save under medical certificate. Medical Boards are not qualified to express an opinion on many points dealing with a teacher's pedagogic qualifications ; and it is difficult at times to express the objection against an unfit teacher in medical phraseology. It is, therefore, recommended that the Head of the Department may be given the power to retire any master who has reached the age of 56, without reference to a Medical Board.

Infant classes and women teachers.

17. Infant classes, and all children below standard, should be taught by women, where possible. This expression of opinion is at present merely didactic, as it is impossible to obtain women teachers in sufficiently large numbers, even for girls' schools.

School buildings.

18. The Commission is fully aware of the desirability of providing an æsthetic environment for the child.

It is, however, impossible to combine, in our elementary school buildings, great beauty of architecture with the economy which is so eminently necessary. Any funds which may be at the disposal of the State should be primarily used for the strengthening of the educational system itself.

Recommendation.

19. Every school, whether Government or Local Board School, should have its own building erected, at the cost of the State, in accordance with a plan which should be approved by the Educational Department, and definitely set aside for its use. This recommendation cannot be carried out immediately as regards every school, owing to financial difficulties. It should, however, be steadily kept in mind.

Present school accommodation.

20. Such school accommodation, as exists at present, is bad. This fact is in accordance with the personal experience of the members of the Commission.

Good accommodation necessary.

21. It will, doubtless, be argued that it is unnecessary for the State to provide the children with better accommodation than they are accustomed to, in their own homes. It should be remembered, however, that they do not live in houses in the company of sixty or more companions. Moreover it is for the school-house to form a model to the village of a sanitary habitation, and act its part in the education of society.

The duty of the State.

22. The introduction of the element of compulsion, which aims at the enforced removal of the child from the open air for four or five hours a day, renders it the duty of the State to see that the children do not suffer in health under the system.

Classes of Villages.

23. Villages may be divided into three classes :—

(*a*) Those possessing private buildings which may be suitable for school-use.

(*b*) Those possessing public buildings suitable for the purpose.

(*c*) Those having no suitable accommodation.

Rented buildings for Schoolhouses.

24. As regards villages under Class (*a*), there is at present an anomaly. Government permits the Education Department to rent houses for the occupation of Government schools, but it refuses to allow the Local Boards to pay rent for the accommodation of the schools under their control, even where these bodies are willing to do so. The policy aims at the compelling of the villagers to provide accommodation for the village school. The practical result has been, and is ever likely to be, that while the villagers will not provide a school house, and the Local Boards are not allowed to rent one, the children suffer, and the end and aim of the Act—the benefit of the children—is defeated.

Recommendations.

25. The Commission therefore recommends that in all villages under Class (*a*) the Local Board should be expected to rent buildings for the school under its control pending the erection of school houses by the State.

Public building for school houses.

26. As regards villages under Class (*b*), the Commission is of opinion that schools may be accommodated in public buildings pending the provision of school-houses. There is an obvious disadvantage in the use of public buildings for school purposes in the liability of their occasional use for non-scholastic purposes, and the consequent derangement of school work.

Villages having no suitable buildings.

27. Villages under Class (*c*) are usually of considerable size, with a large school-going population. For these villages school-houses should be provided as soon as possible.

Type of School house.

28. The difficulty is to find a type of school-house which combines suitability of accommodation with reasonable cost. It is an impressive fact that the cheapest standard plan of the Public Works Department for the accommodation of 100 children would cost over two thousand rupees to erect.

Cheaper plan desirable.

29. The ingenuity of the Public Works Department should be able to evolve some simpler and cheaper plan for a simple building in the smaller towns and villages.

30. The cost of erection may be still further reduced by the entrusting of the work to the villagers themselves. They have successfully carried out the building of wells, and there is no reason why they should not build their own school-houses with equal success. This recommendation, if adopted, might result not only in economy but also in an increase of interest in educational matters amongst the villagers themselves.

Work of erection might be entrusted to the villagers

Chapter III.

LOCAL BOARDS AND ELEMENTARY EDUCATION.

31. The present system which divides the schools of the State into three classes—Government Schools, Farziat Schools, and Gramyashalas—should be abolished. There should, in the future, be but two classes, Lower Elementary and Higher Elementary Schools.

Present system of classification of Schools.

Recommendation

32. The Lower Elementary School will be one teaching only the first four compulsory standards, the Higher Elementary School will be one teaching more than four standards.

Definitions.

33. The control over the Higher Elementary Schools should remain with the Department of Education.

Control of Higher Schools.

34. The control over the Lower Elementary Schools should be entrusted to the Local Boards.

Control of Lower Schools.

35. The inspection of all schools, Government and Local Board, should be in the hands of the Educational Department. Notwithstanding, the Local Boards may employ their own inspectors. The Government Inspectors will have no control of any kind over the Local Board Schools, nor will they be paid from Local funds. Their duties will be merely to report to the Vidyadhikari, so as to enable that officer to keep in touch with the work being done in Local Board Schools.

Inspection.

36. The power of appointment of teachers to Lower Elementary Schools should lie with the Local Boards. In order to simplify matters of promotion all elementary school teachers should be graded in one list. Thus the

Appointment of Local Board teachers.

teachers under the Local Boards will be as eligible for promotion to such higher posts as are in the gift of the Educational Department as masters in Government Schools.

Local Boards to submit Educational budget for sanction.

37. In order to keep the proportion of expenditure of Government money within reasonable limits, the Local Boards should budget annually for the expenses they anticipate in connection with their educational policy. Such budgets should be passed by the Vidyadhikari and sanctioned by Government. The adoption of this recommendation will afford an opportunity to the Education Department of pronouncing an opinion as to the necessity of any additional expenditure proposed, and will provide a check on extravagance. (Mr. Gokhale dissents, and would give much independence to Local Boards.)

Vidyadhikari to issue instructions to Local Boards.

38. To ensure reasonable efficiency the Vidyadhikari should issue instructions to the Local Boards in accordance with the reports of his officers. (Mr. Gokhale dissents.)

Removing of a defaulting school from Local control.

39. In the event of any Board repeatedly disregarding the recommendations of the Vidyadhikari, the latter should be empowered to issue a notification removing the school or schools at fault from the control of the Board, and stopping a proportionate amount from the grant to the Board from Government money. (Mr. Gokhale dissents.)

Appeal.

40. From any such notification an appeal would, of course, lie to the Huzur.

Maintenance of School-houses.

41. Government having provided school-houses for the Lower Elementary Schools, the Local Boards should be held responsible for their up-keep and repair. Expenditure under this head should be met by the Boards from funds other than those set aside for educational purposes, preferably from the allotments to Punchayats. (Mr. Gokhale dissents.)

Control over female education.

42. Female education being still in its infancy, the Commission is of opinion that Girls' Schools should, for

some time to come, remain under the control of the Education Department.

Local control possible in future.

43. It is to be hoped, however, that local interest in and experience of educational administration may in a few years have sufficiently advanced to enable Government to entrust the control of Girls' Schools also to the Boards.

Control over Schools other than Gujarati Schools.

44. The control over Marathi, Urdu, Antyaj and Night Schools should remain with the Education Department.

Municipalities and Schools.

45. In the present stage of Municipal development, in view of the lethargy and even opposition on the part of the average dweller in towns to such bodies, and to their corporate labours, it is impossible to make any definite recommendation as to the share in the maintenance and control of schools within municipal limits which should be undertaken by Municipalities.

Municipal control and finance of Urban Schools desirable.

46. There can be no doubt that just as the Local Boards will undertake a measure of responsibility for the rural schools of the State, so the Municipalities should to some extent control and finance schools within urban limits.

Chapter IV.

THE COMPULSORY EDUCATION CODE.

The present system.

47. The system at present adopted in the preparation of the registers of children of school-going age is as follows :—

In each village the Patel, Talati and School Master make a list which is submitted to the Wahiwatdar for approval. It is then returned to the school master, whose duty it is to publish notices containing the names.

Parents are allowed to appeal against the inclusion of any name to the Wahiwatdar, whose decision is final. Those whose children do not appear at school within 30 days of the publication of the lists are fined up to one rupee a month, the actual amount being left to the discretion of the Wahiwatdar. These officers have in practice been found to err, if at all, on the side of leniency.

Appeal from the registers.

48. The procedure at present followed in the preparation and publication of the lists needs no change, save that an appeal should lie from the lists to any of the officers mentioned in Section 12 of the Act.

Exemptions.

49. Exemptions are granted under the Code to—

(*a*) Children for whose education private arrangements have been made.

(*b*) Children prevented from gaining any advantage from the school owing to physical or mental deformity.

(*c*) Children whose attendance is required on sick parent or parents.

(*d*) Children for whom it is necessary to provide special schools where such schools are not available.

(*e*) Children living more than a mile from a school.

Recommendation.

50. The exemption granted under (*d*) is against the spirit of educational and social progress. It should not be granted. Whatever may be argued in support of the maintenance of Urdu and Marathi Schools, it should not be allowed to have sufficient weight to prevent the child receiving education. Those who are opposed to the education of their children in the schools provided by Government should make private arrangements. (Mr. Gokhale dissents.)

Recommendation.

51. As soon as the Department feels itself strong enough, the exemption granted under (*c*) should be discontinued. Attendance on a sick parent would not be accepted as a reasonable excuse for entire absence from school under any existing scheme of compulsory education, and should not be so accepted in Baroda. The weakness of the parents should not condemn the child to life-long ignorance. (Mr. Gokhale dissents.)

Absence from School, its punishment

52. Continuous absence from school for more than ten days, or total absence for more than fifteen days in a month, is, under the existing system, punished by the infliction of a fine of not more than two annas for the first, and not more than four annas for each subsequent month.

53. Absence of a child from school without leave for more than six days continuously should render the offending guardian liable to a fine. **Recommendation.**

54. Some parents deliberately disobey the law, preferring to pay the small monthly fine rather than lose the wages earned by the child in factory or mill. **Deliberate disobedience of the Law.**

55. Such deliberate contumacy should be most severely dealt with. A parent or guardian whose guilt in this direction is detected should be fined not less than one rupee and not more than five rupees for each month's absence of the child from school. **The punishment.**

56. It is obvious that legislation is urgently called for to prevent the employment of children of the school-going age in mills, factories, or in work of such a nature as to prevent attendance at school. **Legislation necessary to prevent excessive child labour.**

57. In order further to strengthen the hands of the Educational Department, penalties under the Child Marriage Act should be increased, so as to form a more satisfactory deterrent. **The Child Marriage Act.**

58. The School Master should be empowered to grant leave of absence for a reasonable cause for a period not exceeding one month. **Leave of absence.**

59. It should form no part of the duty of the officers of the Educational Department either to inflict or to collect fines, this duty being obviously one for the revenue officers. **Fines.**

60. Educational officers have complained, with justice, of the excessive leniency shewn by revenue officers in the infliction of penalties under the Act. Revenue officers should be instructed to punish stringently those who refuse to allow the children committed to their care to profit by the efforts the State is making on their behalf. **Leniency of revenue officers harmful to education.**

61. It has invariably been noticed that an increase of severity on the part of the fining officer has been followed by an improvement in the attendance at the local school. **Severity always followed by improvement.**

62. The monies realised under the Act from fines should go into the general revenue of the State. (Messrs. **Disposal of fines.**

Gokhale and Harilal dissent. They should be used for the benefit of the poor children attending the schools.)

Compulsory age and standard.

63. The State may now safely raise the compulsory standard. For boys the standard should be raised to the fourth, the age for girls should be raised to eleven, and the standard to the fourth.

Considerable caution is necessary in extending the element of compulsion to female education.

Chapter V.

CURRICULUM OF PRIMARY SCHOOLS.

Hours of work.

64. In Government schools as well as in village schools the hours of work are too long. Such lengthy sittings must be injurious to the health, especially of the small children, whose hours are the same as those of the older.

Recommendation.

65. In no class should there be more than twenty-six hours of work in the week. The time-table should be so arranged that on four days in the week the school should meet for five hours, and on two days for three hours. This would permit of two days, Wednesday and Saturday, being kept as half holidays.

Infant classes, hours of work.

66. The below Standard, or Infant Classes, should work for three hours in the day, except on Wednesdays and Saturdays when they should work for only two. It cannot be right that at a period of a child's life, which should be devoted almost exclusively to the cultivation of physical strength, he should devote long hours to attendance in a school.

Changes in curriculum.

67. In the studies of the fifth standard, Lekchundrika should be dropped. Deshinama should be finished in the fifth and omitted from subsequent standards. Prosody as a separate subject should be dropped, and in its place a knowledge of the metres should be added to the study of the poems contained in the reading series. Copy book writing is unnecessary in the sixth standard, and should be finished in the fifth.

Sanskrit in elementary schools.

68. The study of Sanskrit should be omitted from the curriculum of elementary schools. It is at present taught in but a few schools, as a voluntary subject. It is not probable that the classical language is either well taught or well learnt in this haphazard manner. In view of the many demands on the time-table of elementary schools, and to secure uniformity it should be dropped.

Agriculture in elementary schools.

69. The Commission is in entire sympathy with the desire to improve the methods and ideals of Baroda Agriculture. Several witnesses have suggested that a means to this end would be the introduction of the elements of agriculture as one of the subjects taught in the primary schools. The teaching of the subject in schools by masters from whom in the nature of things, much cannot be expected, would not be likely to assist towards the betterment of agriculture in practice or in theory. This is to be looked for from the pressure of economic conditions, the efforts of the Agricultural Department, and the growth of general intelligence.

English in elementary schools.

70. With reference to the various suggested additions to the curriculum of elementary schools, the Commission desires to express its conviction that, in a system of free education, nothing which is not necessary to the everyday life of the people should find a place. Anything else is beyond the bounds of a free education. Hence the introduction of the study of English in elementary schools is not recommended.

Religious teaching.

71. Religious teaching cannot be given in the compulsory standards. Small children will not be benefited by a system of abstruse religious ideas, especially when imparted by teachers who are not likely to possess a vast amount of culture, nor capacity for the expression of philosophic ideas in a manner intelligible to very young children.

Recommendation.

72. Hinduism suffers from the disadvantage, from an educational point of view, of not possessing any universally accepted sacred book. This and other difficulties render it peculiarly difficult to teach religion in Indian

schools. But one-half of the Commission favours the introduction of religious teaching from Standard 5, and expect that the State will be able to use for this purpose the text books now in course of preparation by Professor Dhruva.

Ideals of morality, reverence and respect.

73. It is hoped that the Education Department will impress on all under its orders, the paramount necessity of developing in the minds of the children, with whom they come in contact, ideals of morality, reverence, and respect through the media of ordinary everyday work.

Nature study.

74. The Commission thoroughly recognises the advantages which might be derived from the introduction of the study of physiography, or of nature, into the elementary schools of the State. It is therefore recommended that the teaching of Geology in the sixth standard may be dropped, and Physiograghy substituted for it.

Elementary Drawing.

75. The elements of Drawing should be taught throughout the primary standards. The employment of drawing masters for this purpose is not recommended, for the trained teacher should be able to teach his pupils the elements required.

Advanced Drawing.

76. As regards the teaching of advanced drawing in Primary Schools there has been, in discussion, considerable difference of opinion. Messrs. Seddon and Clarke are of opinion that no drawing teacher should be employed in a school which is entirely free. Mr. Masani recommends the employment of drawing masters in the elementary school at each Taluka town. Messrs. Manubhai, Harilal and Gokhale, while agreeing with Messrs. Seddon and Clarke in principle, desire to retain the services of such drawing masters as are already in educational employ.

Sanitation and Hygiene.

77. Some few lessons on Sanitation and Hygiene are included in the Reading Series. Apart from this, the Commission, while fully aware of the desirability of an extension of hygienic knowledge, is of opinion that this will better be brought about by the growth of an educated class than by lessons in school.

78. The Commission does not recommend the introduction of Manual Training in schools where the education is free. The teaching of the subject would involve considerable expenditure, and its objects will to a certain extent be fulfilled by the teaching of elementary drawing. **Manual Training.**

Chapter VI.

MARATHI, URDU, ANTYAJ AND OTHER SCHOOLS.

79. It has been alleged by Mahomedan witnesses that Urdu schools have been neglected by the Educational Department: that they suffer in the frequent transference of masters who are moreover miserably paid. A tendency to close Urdu schools on the slightest pretext is also alleged against the Department. **Urdu Schools.**

80. There has been some exaggeration in the charges brought against the Education Department, which will doubtless make every possible effort to encourage the development of education in every section of the community. **Charges brought against the Department.**

81. Though the Commission realises that much of the backwardness of the Mahomedans, as a community, may be due to their unwillingness to send their boys and girls to the ordinary State Schools, it cannot but feel that Urdu Schools are necessary in view of the strong general feeling expressed by Mahomedans. If acknowledged to be necessary, then it follows that they should be maintained in as strong and efficient a condition as possible. In view of the feelings of the Mahomedans on the subject, it would be an undoubted check to the education of that community were the Urdu Schools to be closed. **Their necessity.**

82. An Urdu School should be opened in any village containing a minimum of forty school-going Mahomedan children. (Mr. Gokhale would fix the minimum at thirty.) **Numbers to justify the opening of a School.**

83. As regards the complaint that frequent transfers have injured the efficiency of the Urdu Schools, the Commission is of opinion that this complaint is probably **Excessive transfers.**

founded on fact. The preparation of a scheme by which the masters, not the appointments, may be graded, should minimise the need for frequent transfers.

Marathi School. Generous policy desirable.

84. A generous policy should be adopted towards the Marathi Schools, and every effort made to maintain their efficiency.

A Marathi Class in Gujarathi Schools.

85. Mr. Gokhale has expressed an opinion that a Marathi Class should be attached to every Gujarathi School in villages containing a minimum of fifteen Marathi children of school-going age. The Commission, feeling that Government should not be expected to undergo the expense involved in attaching a Marathi master to a Gujarathi School and that the idea is unreasonable, is not in favour of this suggestion.

Number of students justifying opening of a Marathi School.

86. A Marathi School should be opened in all villages which contain at least 40 school-going Marathi children. (Mr. Gokhale would make the number 30.)

Night Schools.

87. There are five night schools existing in the State, while there appears to be no rule which is followed as to opening one. It is regrettable that these schools still have to exist as a part of primary education, instead of exercising their true function, the development of a knowledge of theory amongst craftsmen.

Should be largely self-supporting.

88. Night Schools should be to a considerable extent self-supporting and should not be free. The black-smith or fitter, *exempli gratia*, who desires to improve his wage-earning capacity by an acquaintance with the theories governing his work, should not be taught to expect it at Government expense.

Antyaj Schools.

89. The Commission earnestly hopes that the progress of enlightenment, encouraged by the liberal and far-seeing policy of His Highness the Maharaja Saheb, will, at some time in the near future, render the continuation of Antyaj Schools unnecessary, based as they are on a principle opposed to all true progress.

Chapter VII.

ANGLO-VERNACULAR SCHOOLS AND HIGH SCHOOLS.

Unfortunate that Education should have to be imparted through a foreign language.

90. The Commission, in common with the great majority of those who have studied the subject, feels that it is unfortunate that the youth of the country should be forced to imbibe the ideas and facts at the basis of a sound general education through a foreign language.

The development of the Vernaculars by the Universities desirable.

91. An effort should be made by the Universities of India to give far more attention to the development of the Vernaculars. It is obvious that much of the crude, ill-digested thought and expression of thought, which is marked by those who come much into contact with the Indian student, arises from the fact that the home language differs from the academic language.

Baroda cannot act in advance of other Governments in this matter.

92. It is, of course, impossible for the schools of the Baroda State, which prepare students for the Matriculation Examination of the Bombay University, to take any step in advance of other Governmental schools in India. The Commission, nevertheless, desires to record its opinion as expressed above.

Discontent of non-graduate members of the English Education Department.

93. There is a considerable amount of discontent amongst the non-graduate members of the English Education Department, arising from the closing of the fifth grade of service to them.

This discontent is inevitable.

94. This discontent is inevitable. The circumstances which lead to the employment of numbers of non-graduate members of the Department are now passing away with the advent of large numbers of graduates, willing to serve on the terms offered.

Cases of actual hardship few.

95. Cases of actual hardship are few, as special cases have been made, and matriculated teachers have been allowed to enter the fifth grade. In addition one or two teachers have been transferred from the English to the Vernacular Department as Inspectors.

The future recruiting of the inspecting staff.

96. In future all members of the inspecting staff should be recruited from graduates. [See para. 187 also.]

The Education Department to make recommendations, if it so desired.

97. The Department of Education should take into consideration the salaries of these matriculated teachers, and should, if necessary, make recommendations to Government.

Revision of the grades desirable, Recommendations.

98. The time has arrived for a revision of the grades of the masters serving under the English Education Department on the following scale :—

Standards 1 to 3 to be taught by Matriculates on salaries graded as follows :—First grade, Rs. 17—25, Second grade, Rs. 28—33; Third grade, Rs. 36—45.

All standards above the third should be taught by graduates on salaries graded as follows :— Fourth grade, Rs. 50—60; Fifth grade, Rs. 65—80; Sixth grade, Rs. 100—125.

Those of the present Matriculated staff, who have been in the service ten years or more, may be promoted to the fourth grade at the discretion of the Head of the Department, who will of course use this power only in the case of the specially deserving.

(Mr. Manubhai dissents. He is opposed to the placing of the power of promotion in the hands of the Head of the Department, and would prefer that he should merely make recommendations to Government.)

Pay of Head Masters of High Schools.

99. The pay of Head Masters of High Schools should be revised. The pay of the Head Master of the Baroda High School should be Rs. 250 rising to Rs. 350 per mensem.

District High Schools.

100. The pay of the Head Masters of the District High Schools should be from Rs. 150 to Rs. 200.

Statement of policy re. appointments to Head Masterships.

101. The Commission is led to recommend an increase in the pay of the Head Masterships of High Schools realising the great importance of their work in training the social forces of the future. Further it desires it to be understood that these appointments should be regulated not by seniority but by merit.

Appointment of duly qualified men desirable.

102. The additions proposed to the pay of the Head Masters are not intended necessarily by way of bettering the position and prospects of the present holders of these offices, but in order that the very serious responsibilities attached to the positions should be carried out by duly qualified men.

Head Master of the Baroda High School.

103. The Head Master of the Baroda High School should be a gentleman possessing the highest academic and personal qualifications. It is a post which ought in no way to be considered inferior to a Professorship at the College.

Fees in English.

104. The fees charged in English schools are twelve annas per mensem for the first four standards and one and-a-half rupees in the others, including the Matriculation. In the districts the fees are half those charged in the Capital.

Witnesses opposed to increase in fees.

105. The weight of evidence is against any increase in the fees. Some witnesses have even urged the extension of the principle of free teaching to English Schools and High Schools.

Objection sentimental.

106. The Commission is of opinion that these witnesses, doubtless with the best intentions, have been actuated by sentiment and not by reason.

Fees of Bombay Government Schools.

107. In schools under the Bombay Government, much higher fees are charged. For instance, in the neighbouring Cities of Ahmedabad, Broach and Surat the fees are one rupee for standards 1 to 3, two rupees for standards 4 and 5, three rupees for standards 6 and 7.

Fees should be raised.

108. The official members agree that the fees should be raised, but there is a divergence of opinion as to the rate of increase. Messrs. Seddon and Clarke are of opinion that the Baroda State, which is already giving elementary instruction entirely free, ought not to be expected to give higher education at a cheaper rate than that charged by the Bombay Government.

Views of the Commissioners.

109. Messrs. Manubhai and Masani agree that the fees should be raised, but they desire the introduction of the

following scale :—One rupee for standards 1 to 3; two rupees for standards 4 to 7.

Views of the Commissioners.

110. The non-official members of the Commission are not in favour of any increase in the rate of fees.

Recommendations

111. The scope of the recommendations of the Commission on the subject of the curriculum in English schools is limited by the fact that the Baroda schools educate with a view to the requirements of the Bombay University.

Manual Training.

112. Mr. Masani has proposed the introduction of manual training classes, and desires to make attendance at these classes compulsory for all students of the schools.

Do.

113. Manual training is taught in European schools with the object of giving the student some dexterity in the use of carpenters' tools, so that in his home he may be provided with a means of useful relaxation. Its object is not utilitarian, and the Commission is not satisfied that the teaching of manual training to the pupils of the Baroda schools will be productive of sufficient good to justify the considerable expenditure involved. The estimated expenditure involved in the introduction of manual training is about Rs. 60 per school, per month.

Do.

114. At the same time the Commission is not prepared to offer any decided opposition if the Department can convince Government that the introduction of this subject is desirable. But in view of the fact that there are other and more important calls on the expending powers of the State, especially in connection with elementary education, the Commission does not recommend the addition of this subject to the curriculum.

Physique of School Children.

115. The Commission is impressed by the fact, surely patent to all observers, that the physique of school-going children is lamentably weak. On every side, complaints are heard that the rising generation is deficient in stamina, and is hence an easy victim to disease.

Cause of weakness.

116. One of the most obvious causes of these phenomena is the combination in Indian schools of long hours of strenuous mental effort with insufficient food taken at

unduly prolonged intervals. The school-boy, who has his food at ten in the morning, goes to school from eleven to five, or even later, and has nothing to eat in the meantime, nor until the evening meal at seven, is obviously not receiving sufficient nourishment to keep his body in a healthy condition. The Commission desires to call the attention of Government to this feature of Indian life. There cannot be satisfactory mental progress, when the body is rebelling at an unnatural absence of nourishment.

Public opinion on the subject.

117. There is, unhappily, no doubt that public opinion in this country is not sufficiently alive to this matter, nor is public intelligence sufficiently advanced to realise the dangers involved. The habit of taking food at long intervals may do no harm to the adult, but is fraught with grave consequences to the growing child. Every effort should be made by lectures and popular medical exhibitions to explain the matter to the people.

Minimum of strain necessary.

118. Care should be taken by the Department to see that the Time Tables are so arranged as to cause a minimum of strain to the children.

Definite recommendations impossible.

119. Various suggested methods of providing some form of nourishment to the children during school hours have been discussed ; but in each case the practical difficulties have been so many, that it has been found impossible to make any definite recommendation.

(Mr. Manubhai—

I would recommend a trial of the proposal to feed children at one or two model schools, where with the best of tuition we may also combine this idea of feeding, in return for a substantial increase in the fees. The monthly charges to be levied for such feeding may be fixed from three to four rupees. We may thus get a fair idea of the willingness of parents to pay for the physical welfare of their children attending these model schools.)

Provision of food for Hotel Students.

120. All students residing in Boarding-houses should have some nourishment during the recess hour, and those

who are in charge of the hostels, should see that arrangements are made for the due carrying out of this recommendation.

Religious Teaching.

121. It is unfortunately impossible to introduce religious teaching into the curriculum of Anglo-Vernacular Schools.

Ritual and Ceremonial.

122. It is practically impossible to teach religion without reference to the ritual and ceremonial with which, in India, Religion is inseparable. To teach ideas merely Theistic would be lacking in that appeal to the imagination and spiritual enthusiasm without which religious teaching is dry and monotonous, producing results the reverse of those hoped for.

Teaching of Ethics.

123. As regards the teaching of ethical ideas to the students, it may be remarked that the reading series now in use contains many lessons conveying such ideas, which may well be made the ground of appeal to his students by a thoughtful teacher.

Special Text-books unnecessary.

124. It is unnecessary to introduce any special Text-books on Ethics, nor is it necessary to insist on the appropriation of one or two hours in the Time Table for the teaching of these ideas. These should be conveyed through the channels of ordinary every-day work ; and the necessity of dwelling on moral ideas in the course of his work should be impressed on every teacher in the service of the Department. The authorities will know how to deal with a teacher who neglects this duty, or whose personality is not fitted for it.

Lectures on Ethics.

125. Were morals to be made definitely the subject of lecture or lesson, there is a danger that the idea of morals might remain inseparably connected in the mind of the child with an uncomfortable hour in the class room.

(Mr. Manubhai)—

> "I am not prepared to share in this despondency. The hum-drum of a class room is not likely to affect morale more than any other mental discipline, say geometry or logic. The

inculcation of a moral lesson will certainly be harmless, and it may leave some impression on the young impressionable mind.

The young Indian mind is not as yet so critical or sceptical. It still believes in the dogmas of faith. Truths of natural theology, if taught by a teacher are not less likely to be acceptable than other even drier truths of Science. An appeal to the imagination and faith of the child to believe in the Supreme claims of Divine Justice is not at all harmful, and may be productive of a possible good."

Text-books for Masters.

126. There is no objection to the proposal of the Vidyadhikari to give to all Masters certain Text-books on morals; but the Commission is opposed, as said above, to these books forming the ground-work of any definite lectures on the subject.

Good Teachers necessary.

127. It is desirable to impress on the Department the urgent necessity of obtaining the services of the best teachers available; and the State should not grudge the payment of such salaries as will attract such men. The most important thing in an educational system is the securing of a good type of master, whose personality will impress and influence his students for good.

Chapter VIII.

GRANT-IN-AID—INDUSTRIAL SCHOOLS. THE KALA BHAVAN.

Recommendation *re* grant to Aided Schools.

128. Under the existing rules, the Government contributes to a Grant-in-aid School an amount equal to that provided by the people. As a general rule, the excess of expenditure, after the deduction of the receipts from fees, calculated on the fee-rate in Government Schools, should be divided equally between the Government and people.

Relaxation of Rules in special cases.

129. There will doubtless arise cases of specially deserving or needy towns and villages, where this rule will willingly be relaxed by Government.

Industrial Schools.

130. Industrial Schools exist at Navsari, Padra and Amreli. They are attended by pupils of the artisan class, the qualification for admission being the pass of the IVth Vernacular Standard. These schools are free. The school at Navsari is at present closed; that at Padra, which teaches Dyeing and Weaving has 19 students on the roll, while that at Amreli, which teaches Dyeing, Weaving and Carpentry, has 70 boys on the rolls, including 12 orphans from the State Orphanage at Amreli. Such Schools appear to be migratory, and the period of migration is apparently synchronous with a falling off in the numbers.

Cost to Government.

131. The cost to Government of the Schools at Navsari and at Padra is about Rs. 130 per mensem each; of that at Amreli about Rs. 150 per mensem.

Incompetent Teachers.

132. These schools have apparently failed to fulfil the objects with which they have been founded. The reason is, undoubtedly, that the teachers are not competent to teach their pupils in such a way as to improve on the knowledge they can obtain in their own homes.

Objects of Industrial Education.

133. The objects of industrial education should, in the opinion of the Commission, be two-fold, namely —

(*a*) to improve local industries;

(*b*) to induce many of those whose ambitions are now limited by the obtaining of a poorly-paid post in an already over-crowded profession, *viz.*, that of Government service, to become well-paid artisans.

Employment of Expert Teachers.

134. In order to improve local technical knowledge, it would appear necessary to import expert teachers, or, where possible, to use trained indigenous talent. For instance, there is at Patan a pottery industry. It does not meet with great success, because the local potters cannot impart hardness and a glaze to their work designs.

Schools should be mono-technic.

135. Industrial schools should be mono-technic, *i.e.*, teaching only one subject, and that the art or craft locally most in evidence.

The non-artisan classes and practical pursuits.

136. In order to attract the non-artisan classes to turn their attention to practical pursuits, it would possibly be of use to offer scholarships to such classes in industrial schools.

Scholarships.

137. Scholarships should be instituted in industrial schools as follows :—

to non-artisans, Rs. 5 per month,
to artisans, Rs. 3 per month.

Good teachers necessary.

138. In industrial education, as elsewhere, the most obvious necessity is to secure the best teachers obtainable. It is far better to close an industrial school than to have it taught by a poorly qualified master, for a bad method of teaching will discredit industrial education in the eyes of practical artisans.

The Kala Bhavan.

139. There is no pressing need to remove the Kala Bhavan from the site it now occupies. But an extension of laboratory accommodation is necessary. This, however, might be provided by utilising the buildings now occupied by the Male Training College. To erect an entirely new building would be very costly, and there are other demands on the State purse far more urgent. When the State finds it possible to sanction the expenditure, then, in view of the fact that the Kala Bhavan is an unique institution in India, a fine habitation should be designed and erected for it.

Departments.

140. There are five departments in the Kala Bhavan, namely, Architecture, Carpentry, Chemical Technology, Weaving, Mechanical Engineering and Drawing.

Recommendation *re* staff.

141. A strengthening of the staff is desirable. Indian gentlemen who have been trained abroad should be employed as heads of the various departments.

Specialists desirable as head of departments.

142. The Principal and the Drawing Master have both received such training. Consequently there will be three appointments to be made. Specialists should be appointed as Master of Dyeing, Master of Chemical Technology, and Master of Weaving on salaries of Rs. 300, rising to Rs. 500, this recommendation involving an increased expenditure of Rs. 15,000 per year.

Economy in salaries undesirable.

143. It would be unprofitable to save money on salaries. The qualifications and personality of the teacher are of vast importance in all branches of education.

Fees should be raised.

144. The fees charged in the Kala Bhavan are Rs. 20 per annum for students in Mechanical Engineering, and Rs. 6 in other branches. The policy of charging very little for education tends to influence badly the public character. People who get things for next to nothing, with little or no effort on their part, look to Government for everything. Thus they are not led to make conscious effort to improve their own position by self-help and self-reliance. Under the influence of this opinion the Commission recommends an increase of fees in all branches of the Kala Bhavan as follows :—

Mechanical Branch—fees to be raised to Rs. 25 per year.

Other Branches—fees to be raised to Rs. 12-8-0 per year.

Do.

145. At present the weaving students pay no fees. They should pay Rs. 12½ a year, equally with the others. To this recommendation and to the remarks made in paragraph 144, there will doubtless be considerable opposition. It should, however, be remembered that the increased fees now recommended are still ridiculously low ranging from one rupee a month to two.

Policy to be adopted.

146. The policy of Government should aim at gradually putting the Kala Bhavan on a self-supporting basis by a gradual increase of fees. The classes are already overcrowded, and seriously inclined students are not likely to be deterred by the very slight increases recommended. Hardship in individual cases may be met by the judicious award of merit scholarships.

An additional year to the course.

147. The addition to the course of one optional year for the teaching of a course of elementary electricity is recommended.

School of Civil Engineering.

148. The necessity of maintaining the School of Civil Engineering is not obvious. If, however, it be retained,

the present level of teaching must be considerably raised. A Departmental Committee has recommended the employment of teachers holding the degree of L. C. E., the expenditure of Rs. 5,000 on the Laboratory, and the utilization of the services of an Overseer of the Department of Public Works, on an allowance of Rs. 30 per mensem, who will lecture twice weekly. The object is to improve the qualities of the Overseers of the State P. W. Department, and with this the Commission is in sympathy.

Chapter IX.

THE MALE TRAINING COLLEGE.

New building desirable.

149. A new building containing at least thirteen rooms, should be erected with a Practising School. The present building is totally unsuitable for the purposes of the institution.

A Practising School is necessary. Recommendation.

150. As regards the Practising School, as a new building is required for the Modi Khana school it might well be taken in hand together with the Training College.

A Boarding House.

151. It is most desirable to have attached to the Training College a Boarding House. As Government is now paying a hundred rupees rent for the present Boarding House, it would seem wise to erect a Government building. This, however, is a question of ways and means. The Commission has had no opportunity of enquiring into the possibility of utilising any public building which may be available for the purpose. It recommends, however, that provision should, under any circumstances, be made for first and second year students. It is not so necessary to make arrangements for the students of the final year who have gained experience of the City and City life.

Training in Morals.

152. It is satisfactory to note that an effort is being made to train those teachers in such a way as to render them fit to dwell on the moral lessons contained in the Reading Series in their work in the schools. The Text Book in use is one which has been written by the present Principal.

Revision of pay desirable.

153. The scale of pay given to the Masters undergoing training requires revision. It is impossible for men, who are in constant financial straits, to attend to mental work properly. The Commission recommend that first-year Teachers should be paid Rs. 7, second year Rs. 8, and third year Rs. 9 per mensem.

The Principal's pay.

154. The pay of the Principal, in view of the highly responsible and onerous position he holds, should be raised. It should range from a minimum of Rs. 150 to a maximum of Rs. 300.

Appointment of a Vice-Principal necessary.

155. The Principal has represented that he needs a Vice-Principal to assist him in his labours. The request is reasonable. The creation of the post of Vice-Principal, Male Training College, carrying a pay of Rs. 100 to Rs. 130, is recommended.

Teachers.

156. No teacher, not himself fully trained, should be employed on the staff, unless he be a graduate.

Chapter X.

FEMALE EDUCATION.

Importance of female education.

157. The Commission regards the extension and improvement of female education as a matter of supreme importance, and recommends that the State should spare no effort to put Girls' schools on a firm footing, and to widen their influence. There can be no doubt that the superficiality of the influence of education on Indian society is largely due to its comparative failure to enter the domestic life of the people. This can only be done if the women are educated.

Paucity of lady teachers.

158. The paucity of teachers is most striking. Not only should all classes in Girls' schools be taught by lady teachers, but also the Infant classes in Boys' schools. The problem of female education may almost be reduced in plain terms to the provision of lady teachers in large numbers.

India has no spinster class.

159. The difficulty which is experienced in India is that there is no spinster class from which the female

teachers may be recruited. The only classes furnishing teachers are widows and the wives of educational servants.

The Service should be made as attractive as possible.

160. The Service should be made as attractive as possible. The minimum pay of a lady teacher should be twelve rupees, unless a woman occupying such a post is in a difficult position.

Number undergoing training inadequate.

161. The twenty-seven years of effort on the part of the Education Department to obtain trained lady teachers have at present resulted in raising the numbers at the Female Training College to 43, of whom 36 intend to make teaching their profession. This number is hopelessly inadequate. To teach these 36 future teachers in Girls' schools, there is employed a very large staff.

Employment of young male teachers.

162. Obviously the Training College must be made more attractive to women and to their relatives. A possible objection felt by the relatives of these women, who might otherwise come forward to be trained, is that the institution employs a large number of young men on the staff.

Such Male Teachers as are employed should be elderly.

163. The employment of young men in a Female Training College is a grave objection to the Institution. In the absence of qualified lady teachers, however, the employment of men is necessary, but these should be elderly. The Department supports the employment of young men on the ground that it is impossible to obtain the services of elderly men who have been trained. As it is surely more necessary to provide a greater number of female teachers than to impart the latest ideas of pedagogic science to a few, this policy is mistaken. Elderly male teachers, such as have retired from service, or who will shortly be retiring, should be utilised in the Female Training College. Even should there be any loss of efficiency, which is by no means certain, it will be more than counterbalanced by a possible increase in the number of students. At all events the experiment should be tried.

The Head Master and First Assistant.

164. The posts of Head Master and First Assistant should be filled up by lady teachers. Ladies should be engaged, and, if necessary, imported, for these posts, and

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should be paid high salaries. The increase in expenditure involved will not be considerable, and is urgently necessary, it being a wholly unsatisfactory arrangement to employ men in these positions.

System of awarding scholarships in the Training College.

165. In order to increase the popularity of the Training College, a change in the system of awarding scholarships should be made. At present this is based on examination results. In view of the fact that the State does not need great acquirements but large numbers of lady teachers, scholarships should, in future, be awarded irrespective of examination results, and should be reserved for those who intend to accept service as teachers.

Additional expenditure.

166. Additional expenditure on other branches of the Female Training College is undesirable, until the numbers rise considerably.

Pay of Lady Teachers.

167. The pay offered to women teachers is too small, and we recommend an immediate advance of the minimum to twelve rupees of the maximum twenty rupees. It is further recommended that this increase in pay should be given to those teachers already in service. The spread of the news of this increase in pay and prospects, may possibly act as an effective advertisement inducing other ladies to come forward to join the service.

Two additional Lady Inspectors necessary.

168. Women teachers should not be under the orders of the Inspectors. Two additional lady inspectors should be engaged to assist the Department in the matter of female education.

Expense involved.

169. The revised rates of pays will involve the payment of salaries in the following grades, namely, those of Rs. 12, 13, 15, 18, 20. The additional expense to the State is estimated at about one hundred and fifty rupees a month on the present numbers of lady teachers.

Local Scholarships in Girls' Schools.

170. It has been suggested that one reason tending to keep the numbers of students in the Female Training College low is the unwillingness of widows to leave their homes. A number of local scholarships, specially attached to Girls' schools and reserved for those girls who will promise to continue their studies, in the school and after-

wards serve either in that school or in one in the near neighbourhood, should be established.

Merit scholarships.

171. Merit scholarships are at present given to encourage girls to stay on after reaching the compulsory standard. These scholarships should be discontinued. The State offers free education to all who care to avail themselves of it; it compels parents to send their daughters to the elementary schools; there seems to be no reason why the State should continue to make presents in addition.

Employment of a tailor.

172. The employment of a darzi in all Girls' schools is recommended.

(Mr. Manubhai . . . . . .

Needle-work need not be introduced in the free compulsory Girls' schools any more than Manual Training in the Boys' schools. If it is decided to introduce sewing as a subject of Domestic Economy, I should think the Lady teacher much better suited to teach the subject than a darzi hired on a small pittance).

Recommendations.

173. Scholarships should be established in Girls' schools on the following scale :—Three scholarships in each standard, of five rupees in the fifth, six in the sixth and seven in the seventh standard. These scholarships should be attached to selected Girls' schools as under :—

Dabhoi, Petlad, Navsari, Gandevi, Patan, Vesma, Visnagar, Amreli, Kadi and Dwarka.

Chapter XI.

SANSKRIT PATHSHALA.

Opinion.

174. A Sanskrit Pathshala should be founded on the lines of the Tippan recently submitted to Government by Mr. Manubhai.

Pay of Professors.

175. Mr. Manubhai has possibly formed too low an estimate of the scale of pay necessary to attract Professors, whose attainments in Sanskrit learning are such as to command general respect and an authoritative position.

The Shravana Mas Daxina Fund.

176. The present system of giving annuities to examinees, who are successful in the annual examination in Sanskrit under the fund, known as Shravana Mas Daxina, should be gradually stopped. The intention of this proposal is not to stop the annuities at present enjoyed; but, by putting a stop to future annuities, the money saved might be utilised for the expenses of the Pathshala. In addition, contributions in aid might be made from any Devasthan funds available.

(Mr. Gokhale is opposed to the stopping of the Shravana Mas Daxina).

Inducement to Students.

177. To provide inducements to students to come forward for admission into the Pathshala, Pujariships in State endowed Temples should, in future, be reserved to the graduates of the State Sanskrit Pathshala.

Chapter XII.

ADMINISTRATION.

Examination of Vernacular Schools.

178. Under present arrangements, the Vernacular Schools are examined by teachers, whose grade of pay is above twenty-five rupees a month. This arrangement is still in an experimental stage, and its results should be awaited.

Examination of English Schools.

179. Until the year 1904, the Anglo-Vernacular Schools and High Schools were examined by the Matriculation Class Teachers and inspected by the Director of Anglo-Vernacular Instruction. In the year mentioned, the Department came to an end, and since then various experiments in the examination of English Schools have been tried with varying success. The latest experiment is to leave the examination of the Anglo-Vernacular Schools to the Head Master of the local High School, to whom is also left the examination of his own school.

Principal Clarke's Proposal.

180. Principal Clarke has proposed the revival of the Department of Anglo-Vernacular Instruction, and has brought forward various arguments in its favour. Amongst the advantages, he represents, possessed by the former

system were that the schools had then the advantage of inspection by the Principal of the College, while the examination work was carried out by the Head Masters and Matriculation Class Teachers under his supervision.

Commission unable to make a recommendation.

181. The Commission, in view of the differences of opinion displayed in the discussion on this proposal, has decided to make no recommendation.

Work of the Inspecting Staff.

182. The inspecting staff of the Education Department will in future inspect and examine Government Schools, and will inspect Local Board Schools.

Recruitment of the Inspecting Staff.

183. The inspecting staff is at present recruited from the English Education Department. In future, the Inspectors should be recruited from Deputy Inspectors, but one appointment should always be held by a senior member of the English Branch.

Pay of Inspectors.

184. The pay of Inspectors should be raised as follows:—Two Inspectors of the First Grade on Rs. 200—300, and two of the Second on Rs. 120—180. This recommendation is based on the fact that the Inspectors are at present very badly paid in comparison with the Deputy Inspectors of the Bombay Education Department, whose pay, in some cases, rises to four or five hundred rupees a month.

Deputy Inspectors.

185. There are at present twenty-five Deputy Inspectors, each having charge of a Taluka, though, in one or two cases, two Talukas are in charge of one man.

No reduction in Establishment recommended.

186. The number of Deputy Inspectors should not be reduced. It would hardly be safe in view of the expected large increase in the number of schools.

Recruitment.

187. The Deputy Inspectors should be recruited from the Graduate Members of the Anglo-Vernacular Department, but one in three appointments should be held by a trained Vernacular Teacher.

Visits of District Officers to the Schools.

188. Visits to the Schools by the District Officers are not so frequent as is desirable. The attention of all Revenue Officers should be directed to the obvious desirability of

such visits, which should be considered a part of the ordinary routine of district work.

Visitors' Books.

189. Visiting Officers should be asked invariably to make a note of their visits in the Visitors' Book, which should, in future, be kept at hand in all schools.

Should be preserved.

190. The practice has been to destroy these Visitors' Books after a certain interval of time. These Books should not be destroyed, but should be kept for purposes of reference, even after new ones are in use.

Chapter XIII.

THE BARODA COLLEGE.

Suggested new chair.

191. His Highness the Maharaja Saheb has expressed a desire to found a Professorship at the College, to lecture on some subject which is not specially taught at other Colleges of Western India.

Difficulties.

192. The idea of His Highness is, in itself, most laudable. The obvious difficulty in the way of its practical realisation is the reluctance which Indian students have always displayed to attendance at lectures on subjects which are not obviously connected with the examinations.

Commission unsatisfied of the need for the expenditure involved.

193. While the Commission is not satisfied of the necessity of spending money in this, which is urgently needed for expenditure in other directions, it recommends that if a Professorship be founded, it should be one of sociology. The principal part of the duties of the occupant of the chair would be the delivery of lectures on Political Economy for the purposes of the Bombay University, which subject does not now receive sufficient attention at the College.

Professorships in the College.

194. For future appointments to Professorships at the Baroda College higher grades of pay should be given, in order to attract the best type of Professor obtainable. The following lines should be followed in the case of future appointments :—

A probationary period of 5 years' service, during which time the Professor shall rise from two hundred rupees a

month to three hundred rupees a month by yearly instalments of Rs. 20. At the end of the period of probation, if his work has been found satisfactory and if he is recommended by the Principal, he should be confirmed in his appointment, while his pay should rise to a maximum of five hundred rupees by annual increments of twenty rupees.

Reason for increasing future salaries.

195. This increase is proposed in view of the fact that an enlargement of prospects is necessary to attract to the Baroda College Professors of such a stamp and training as will increase the repute of the College and of its students.

Chapter XIV.

PROPOSALS OF Drs. JACKSON AND TRAVERS AND OF Mr. DIKSHIT.

The Institute of Science and University of Baroda.

196. The schemes for an Institute of Science and for the founding of a University of Baroda, as propounded by Dr. Jackson and endorsed by Dr. Travers, are, while unexceptionable in themselves, beyond the range of practical politics.

Expenditure unjustifiable in view of other calls.

197. While it would be an excellent thing to erect a fine Institute of Science, and to import an expensive staff of Professors, without which the University would be a laughing stock, the State, which is face to face with a vastly increased annual expenditure on primary and secondary education, would not be justified in such large increases in expenditure on higher education as are proposed in the minutes of Dr. Jackson on the subject.

Separation from Bombay University not recommended.

198. A separation of the institutions of Baroda from the University of Bombay is not recommended in anything but the very remote future.

Strengthening of the College recommended.

199. Circumstances make it impossible for the Baroda Government, which has definitely engaged itself to a system of free compulsory education for the people and which further desires to put secondary education on a sounder footing, to embark on such ambitions for the extension of higher education. On the other hand, the

strengthening of the College in every possible direction is warmly recommended.

Hindi.

200. The Principal of the Male Training College has proposed the introduction of Hindi, and the founding of a Vernacular University. His proposals are marked by an absence of a realisation of what is practical as apart from the theoretical. In view of the fact that the State of Baroda is surrounded by districts which will certainly not introduce Hindi, the adoption of that language for our schools is not recommended. (Mr. Gokhale :—" The object of teaching Hindi is not to supplant the Native languages. The chief aim is to supply a medium for international communication. Hindi is so allied to all the native languages spoken throughout the Indian Continent north of the Madras Presidency, that, though it is not spoken by all, it is understood all over that part, and hence it is better fitted than, and has greater claims over, other languages of being made the common language of the country for inter-communication. I think the State should encourage Hindi by attaching Hindi classes to all the first class schools in the State.")

Vernacular University.

201. As regards the proposal for a Vernacular University, it may be remarked that the students of Baroda desire learning not so much for its own sake as for what it will bring them. This is not peculiar to the Indian student, but is to a greater or less extent a feature of education all over the world. In view of the fact that it is practically impossible to secure future prospects for the students or graduates of the Vernacular University, as it is obvious that the proposal is fifty years too late now that India is committed to a Higher Education in English, the Commission, while having every sympathy with the ideals of the proposal, feels that it is impracticable, and therefore cannot recommend its adoption.

APPENDIX I.

FINANCIAL ASPECTS.

According to the Budget of the Education Department for the present year, the expenditure on education is to be as follows :—

	Rs.
From Government for Government Schools	11,48,760
In the Public Works Department Budget for school buildings	1,00,000
From Government towards cost of Local Board Schools	69,000
Total Government Expenditure Rs.	13,17,760
From Local Boards for the maintenance of Local Board Schools	1,49,000
Total Rs.	14,66,760
Less—Receipts from fees and other sources	1,13,000
Total Rs.	13,53,760

From the above statement we see that while it is estimated that Rs. 13,53,760 will be spent on education in 1909-10, the actual Government expenditure is estimated at slightly over twelve lakhs. But as experience has shown that the Education Department has annually a considerable saving, that it does not spend all it is budgeted to do by at least a lakh of rupees, we may say that our present arrangements involve the spending of, in round figures, eleven lakhs on education.

The Dalal Commission of 1892 recommended that one-tenth of the Revenue should be expended on education. If this recommendation, with which the Commission is, on the whole, in sympathy, be adopted, the Educational Budget of the State should amount roughly to fourteen lakhs, taking the revenue of the State at one hundred and forty lakhs. That is to say, if we budget carefully and do not calculate on saving anything from the provision made, we can afford to advocate measures involving an additional expenditure from State revenues of three lakhs. The Budget, as revised in accordance with this view, would show an estimated expenditure of Rs. 14,00,000 from the State, and of Rs. 1,50,000 from Local Funds, or a total expenditure of Rs. 15,50,000.

We have fortunately some increase in the Local Fund contribution to expect in a few years' time. The Local Boards, when relieved from the necessity of paying 28 % to the reserve fund, will be able to increase their Educational grant by half a lakh per annum. Moreover, education may expect to share in the increase of Local Funds, likely to accrue from several sources, such, for example, as the taxation of Guaranteed Giras lands. These additional funds will come in very usefully to meet the increase which we hope will occur in female education.

Cost of Recommendations—

	Rs.
(*a*) It is estimated by the Taluka authorities that 243 new schools are required. The masters for these new schools will present a pay bill amounting to	32,076
Increase in salaries to village School Masters ...	90,336
Increase in salaries to Government School Masters	79,800
Total cost of proposed increase in numbers of Primary Schools, and of improvements in salaries of Primary Teachers	2,02,212
But as some teachers will not be qualified for the present, and as we need not open more schools than we can finance, we may manage for the present on an increased expenditure under this paragraph of	1,50,000
(*b*) Proposed increase to the pay of Secondary (English) School Masters amounts to an annual charge of	15,900—18,240
Average ...	17,070

(*c*) It is recommended that one lakh should be allotted annually for the provision of Primary, and Rs. 40,000 for the provision of Secondary School buildings. One lakh is already budgeted for. Thus the increase of expenditure will amount to Rs. 40,000 annually.

	Rs.
(*d*) Increased cost of Scholarships for Girls in District schools	6,480

	Rs.
Increased cost of Scholarships for Girls in Training College •	690
Increase in pay of Trained Teachers	1,680

Note.—It has been observed in the body of the report that an enormous increase in the numbers of women teachers is necessary. This cannot be expected immediately, and the numbers, unhappily, will rise all too slowly. Probably the natural growth of Local Funds will meet any rise in expenditure under this head, and the Commission is only considering the immediate financial consequences of its recommendations.

(*e*)	Increase in pay of Masters under training at the Training College ... ... annual	4,200
	Other proposals in the Training College, annual	2,160
	Training College building ... ... initial	40,000
	Practising School for Training College ... initial	25,000
(*f*)	Additional Professors at the Kala Bhavan	18,000
	Expenditure on Laboratories	5,000
	Improvement of Industrial Schools	9,000
(*g*)	Cost of Sanskrit Pathshala	11,040

(*h*) Raising of the compulsory age and standard:—

Figures submitted by the Educational authorities in 1907 went to show that the raising of the standard to the fourth would involve an extra annual expenditure of Rs. 1,62,000. It was suggested that 500 Government Schools would require an extra Master on Rs. 12, and 750 village schools an extra one on Rs. 10: increase in expenditure was thus $500 \times 12 \times 21$ plus $750 \times 10 \times 12 =$ Rs. 1,62,000. It seems certain that this estimate was too high. As we do not raise the age of the boys, it is very doubtful if total *numbers* will show much increase. Probably no increase in Masters will be needed in Government, *i.e.*, Higher Primary Schools, or very little. Lower Primary Schools now taught by one man will in many cases have an extra class, and a good many of them ought therefore to get an extra teacher, for it is doubtful if one man can manage five classes. Probably if we added 50 Masters in Government Schools and 250 in Village (Lower Primary) Schools, we should find the increase amply sufficient for our wants. At Rs. 10 per man, the increased cost is Rs. 34,000 annually. We have left out of account the effect of raising the age of girls

from ten to eleven. This will affect the Government Girls' Schools, but, as a matter of fact, what would affect them far more would be the really effective enforcement of female compulsory education. As we gradually attain this effective enforcement, we shall gradually require more women teachers. But the growth in this direction will be slow and in all probability will entail an immediate increase in teaching staff costing not more than Rs. 5,000 or Rs. 6,000 a year.

We are therefore inclined to put the increased annual cost of raising standards and ages, as suggested in the body of the report, at Rs. 40,000.

If, therefore, our proposals are accepted, the financial burden of our Educational Policy will be as we estimate :—

Rs. 65,000 once ; and
Rs. 3,05,320 annually.

Again slight increases in expenditure will be incurred by providing Lady Inspectors, opening a class of Electric Engineering in the Kala Bhavan, building a Boarding House for the 1st and 2nd-year scholars of the Male Training College, revising the grades of our Educational Inspectors. But in any case the annual excess of expenditure will be about three lakhs. In this calculation we have taken no account of any possible increase of receipts from fees. But such increase is certain ; it is to be regretted that it will not be very large ; nevertheless it is an asset which can fairly be set off against possible unforeseen charges. The facts thus remain that, if we wish to put our educational policy on a sound basis, we shall have to spend 14 lakhs, or one-tenth of the State revenues, plus Local Fund contributions; and that if we make up our minds to incur this expenditure, we can probably manage it.

Appendix II.

NOTE BY MESSRS. SEDDON AND CLARKE.

We have thought it desirable to add a short note to emphasise the views we hold on one or two points. These points are in regard to (1) the pay of Masters in Primary Schools, (2) the scale of fees in Anglo-Vernacular Schools and Institutions for Higher or Technical Education, and (3) the feeding of School Children. It is not that the Commission has failed to agree with us. But it can hardly be expected that our four colleagues should be unanimous in feeling the extreme importance of these matters as we do, or that they should be willing to express with the emphasis that we consider necessary our own personal opinions.

(1) We have recommended an increase in the pay of School Masters. But we for our part do not suppose for one moment that what we suggest is in any way adequate. It is not Rs. 10 or Rs. 12 that we want as the pay of a School Master, but two or three times as much. What work can be more important than the training of the coming generation? How can such training be given as it should by men of a class willing to accept the pay of a groom? Can we trust such men to teach morals and manners and right conduct or even personal cleanliness? One has only to look at the men collected in the Male Training College to realise that they are not even properly fed, and never have been properly fed since they were born. What is the use of debating whether religion and ethics should be entered in our curriculum, and what is the good of an elaborate Training College, unless our School Masters are of good stamp to start with and are then given a salary sufficient to satisfy a self-respecting well-trained citizen? The more we consider the problems of primary education in this country, the more convinced we become that their solution depends almost entirely upon the provision of a superior class of masters. And no superior class of men will accept an inferior class of pay.

To pay our schoolmasters very largely increased salaries is impossible at present, nor do we suggest it. But that the necessity of doing all we can in this direction is really urgent, is a fact that it is useless to conceal and a fact that we desire brought into the strongest possible light.

2. We have advocated the raising of fees in Anglo-Vernacular schools and in the Kala Bhavan. We wish to say here again that we are by no means satisfied with the level of fees suggested but want to aim at a much higher rate later on; the inexpediency of excessive sudden rises is what deters us from recommending an immediate advance.

Of course there is a good deal of sentiment opposed to any serious increase in fees. Mr. Masani is influenced by the idea that education requires fostering, and that it is our business to cajole people into it, to coax them into our schools and colleges by providing them with all sorts of advantages for a nominal fee. Otherwise he supposes that progress, which is so gratifying at present, will receive a smart set-back and perhaps be altogether checked. On the other hand a large number of people represent that free education is a Hindu ideal; it is a form of dharmada, which the

Raja ought to give his people. Lastly, most of our witnesses assert that as a matter of fact, people cannot afford to pay more than they are paying at present and that they cannot even educate their sons properly as things are, much less pay enhanced fees.

We regard these arguments as unsound and these views as mistaken. We find that persons, who say they cannot pay school fees, spend the income of months in marriage expenses.

We know that the appreciation of the substantial advantages of education will survive a good many checks from the gradual raising of fees. If the giving of free education is a Hindu ideal—perhaps it would be truer to say it is the ideal of those who are in a position to benefit by it—then this ideal will have to go sooner or later, and the more we accelerate its departure the better.

Translated into other words the assertion is simply this—the comparatively well-to-do classes *like to be* provided with advantages at the expense of the general tax-paying community.

People who want advanced education ought to pay the full cost and not an insignificant proportion of it. The custom of looking to Government for help instead of making one's own way in the world is the bane of this country. How are private educational institutions to exist if boys can get taught for nothing in schools and Colleges supported by Government? There is a Private High School in Baroda aided by Government, and there are a few grant-in-aid schools. None of them really flourish; they all grumble for larger grants. The reason is that their receipts from fees do not approach anywhere near the expense of working them even with an inferior staff. (We may add that our own private opinion is that students in the fifth and sixth Vernacular standards and well-to-do students in all standards should pay for the education they receive. We see no reason why it should be free.)

3. To any one brought up according to European notions the idea that a growing child should go without food from 11 a.m. to 7 p.m. and be expected to work hard in school and do gymnastics after school hours seems nothing less than monstrous, especially when one considers that what food the child gets is strictly vegetarian. Yet none of the witnesses we have examined were at all impressed with the problem presented to us. They spoke and wrote about curricula and the introduction of fresh subjects, but how our future citizens can grow up healthy and sturdy on this starvation regime no one ever asked. Some say that the Hindu Shastras do not allow more than two meals a day. We fear that nature is telling us plainly enough that the starvation of growing working children must surely bring its own punishment. We cannot suggest any one remedy, but we regard it as the manifest duty of the educational authorities to preach to the people the urgent necessity of feeding their children properly and to arrange all possible conveniences and opportunities for the provision of wholesome refreshment.

(Sd.) C. N. SEDDON.

(Sd.) A. B. CLARKE.

APPENDIX III.

NOTE BY MR. MASANI.

The division of Vernacular Schools into Lower and Higher Primary under the control of the Local Boards and the Educational Department respectively.

The fundamental principle underlying the scheme of handing over the management of village schools to the Boards, was to make the people take a real interest in the education of their own village or town, and to allow them to demonstrate it practically by working it on more economic lines and supplementing the Government grant by public contribution other than the local cess.

It was this very principle which was adopted by Government when they refused to sanction rents for Gramya Shala buildings expecting the people to co-operate with Government by finding the rent if not anything more.

If Government undertake to defray all educational expenses in connection with the Gramya and give the management to Local Boards, there is no scope left for the people to foster the spirit of self-Government, and no compensating advantage accrues to Government. The inevitable result of such a policy would be failure and loss of efficiency in very much the same way as the experiment of a Private High School in Baroda has shown.

It has been pointed out that the distinction between Government, compulsory and village schools is too complicated for outsiders to grasp. All these schools are in a sense compulsory, and hence there is no need of retaining the term compulsory, which is both superfluous and misleading, and which was kept up only for the convenience of and under the orders of the Account Department. The Educational Department will hail with delight the abolition of the compulsory schools and amalgamating them with local Government schools, as it would save much time and trouble that have now been wasted in keeping separate records for each individual school. The compulsory schools as they exist at present are simply branches of Government schools and can conveniently be amalgamated or assimilated with them and be considered simply appendages or outgrowths of the main trunk.

Thus there would remain two kinds of schools, Local Board and Government, which would be a more rational and dichotomous division than lower primary and higher primary recommended by the Commission. The Higher Primary Government schools are intended to teach standards higher than the fourth as well as the lower standards, whereas the Lower Primary Board schools the lower 3 or 4 standards only. Thus Higher Primary schools are none the less Lower Primary as they teach the lower standards as well. The lower classes of Higher Primary schools are not recommended to be given to the Boards only on the ground that there will be dual control in one and the same institution. The same argument, when extended, will apply with equal force to the schools in one village or town.

I would suggest the criterion of division to be not the grade of standards, but the kind of the managing body, thus instead of Lower Primary and Higher Primary there should be Board Schools and Government Schools.

The jurisdiction of the Boards and the Department should not overlap, and definite number of villages and towns should be assigned to them independently with exclusive management to avoid confusion.

If the Local Boards are to be given more extended jurisdiction, the village schools of Amreli Taluka, which are now administered by the Educational Department, may be handed over to the Boards. On the other hand, such of the village schools as have 100 studends on the roll on an average may be transferred to the Educational Department.

At present some of the Local Board Village Schools that are conducted by Head Masters full of competence, energy and enthusiasm, manage to teach even higher standards with encouraging results. These schools will be discouraged if on the strength of their being Lower Primary they are not allowed to teach beyond the compulsory standards. These schools again when progressing so favourably as to attract a decent number of boys for a higher standard, will have to be handed over to the Educational Department which alone can teach higher standards. In the same strain if a Higher Primary school of the Education Department fails to maintain its higher standards, it will have to be ranked with the Lower Primary and transferred to the Local Boards. Thus there will be constant fluctuations and inconvenient transfers of schools from one governing body to another. If the people of a village advance rapidly in education and have an aptitude for maintaining a higher standard, their Village School Board for fear of losing its school will in no way be eager to display its educational capacity.

(Sd.) A. M. MASANI.

APPENDIX IV.

NOTE BY MR. MASANI.

From the evidence given before the Commission by those who were in favour of giving greater control to the Local Boards than what they have at present, it is plainly seen that there is an unfounded and erroneous impression that it is the Education Department that deprived the Local Boards of their inspecting agency.

It was in the interest of the general cause of education that the Government decided in favour of an uniform systematic method of inspection and examination of all State Schools by qualified experts. According to the present arrangement, a Deputy Inspector is in charge of a circumscribed portion, say a Taluka, for the educational advancement of which he is solely responsible.

Instead of maintaining a double set of examiners, Gramya Shala Inspectors and Government Inspectors for one and the same Taluka, and dividing the responsibility between them, and instead of causing an unnecessary sacrifice of the time and energy of both sets of examiners, the present arrangement of one Inspecting Agency conduces to greater efficiency of work and stricter supervision by placing one Deputy Inspector in sole charge of one Taluka.

It was given out in the evidence that the number of Deputies appointed by Government is insufficient. As it was the first year of experiment, the number was intentionally kept small enough to allow of a subsequent increase. The experience of last year's work reveals a demand for an increase in the number of Deputies, which the Department will take steps to meet in time.

If the President and Vice-President of District Boards will find time amongst their multifarious engagements for the discussion of the methods of improvement and the measures to be adopted for the progress and development of Gramya Shalas, it will not be difficult to place the Government Deputies under their orders so far as the Gramya Shalas are concerned. They will be but too willing to carry out the suggestions and recommendations of the Boards.

In spite of the arguments mentioned above in favour of the Government Inspecting Agency, if it be decided that the Local Boards should engage a separate staff of Inspectors, their selection should be made from the ranks of Educational service, and no outsiders should be appointed under any circumstance.

(Sd.) A. M. MASANI.

APPENDIX V.

Note by Mr. R. H. Gokhale.

Paragraphs 37, 38, 39, 40.—I do not see any reason for submitting the whole Education Budget of the Local Boards for the sanction of Vidyadhikari. I only agree so far that any additional expenses by way of opening new schools or of purchasing dead-stock, &c., over and above the ordinary expenditure annually sanctioned by the Local Boards should be checked by the Minister in the interest of Government.

Submitting the whole Education Budget for sanction is likely to lead to unnecessary delay and unpleasant friction which must be avoided. The curriculum of studies having been fixed by the Vidyadhikari, and the Local Boards having been fully entrusted with whole administration, why should the Local Boards accept recommendations from the Vidyadhikari and carry them out as commands? This would be hampering the Local Boards in their good work, and such a power, vested in the Vidyadhikari, is likely to create a spirit of rivalry in the officers concerned. I do not object to his giving advice in proper cases, but to punish the Local Boards for not acting up to it even if it does not commend itself to the Local Boards is practically converting the Local Boards into a department under the Vidyadhikari. This result is directly opposed to the spirit and wisdom of the policy, the object of which is to teach self-government and self-reliance. I therefore beg to differ in this respect.

Paragraph 41.—I do not see the propriety of compelling the Panchayats to meet this expenditure from other sources.

Paragraph 50.—This is practically compelling a non-Gujarathi to go to a Gujarathi school. No necessity is shown for such a stringent rule, hence clause (*d*) may be allowed to stand.

Paragraph 51.—I do not agree with the whole para. It is hard and inexpedient in the present stage of popular feeling to compel a parent to send his serviceable child to school.

Paragraphs 81, 82, 83.—The general tone of these paras. is as if the question before the Education Commission was whether Urdu Schools should be maintained or closed. But I think this is neither the spirit nor the scope of para. 10 of the Resolution. The Commission has been asked simply to suggest the best method of teaching Urdu, etc., with this object in view, evidence was recorded to show whether the present condition of Urdu Schools was the best. I think the language of these paras. should be so altered.

Besides the Commission has not expressed its own opinion on the evidence regarding the unfair treatment of these schools by the Department. I would express my opinion that the complaints made by Messrs. Abbas S. Tyabji

Mahamadali, Nababali and Mehedi Hussain have a substratum of truth below them, and that therefore the Department should be warned to be cautious in dealing with these schools, and avoid actions which would call into question its own fairness towards them.

The memorandum submitted by the Anjuman Islam, and the statement of Messrs. Abbas and Mehedi Hussain clearly prove that the Department has been systematically following a policy most detrimental to Urdu Schools. The facts that these Urdu Schools are treated most shabbily in the matter of furniture, dead-stock, and such other things, that even the few school-houses built for Urdu Schools have been appropriated for the use of Gujarathi Schools, the attempt to do away with Urdu Schools on the ground of opening Urdu classes in Gujarathi schools, that sufficient encouragement is not given to Urdu Girls' Schools by way of scholarships,—these facts are shown and proved by the evidence recorded before the Commission, and no attempt by the Department made to challenge them. Hence they must appear in the report and the Commissioners should express their opinion on them.

Paragraph 84.—The records of the Education Department will show that the first school started was a Marathi School. The fact that Marathi was up till recently the Court language, that the Royal family and the Sardars, Darakdars, Mankaris are Marathas,the State records from the oldest times are in Marathi,and that there is a very large number of Marathas in the State and in Government employ, make it imperatively necessary that Marathi should be taught and maintained as heretofore.

The Commission is not asked to express any opinion on it, and I would insist that Marathi Schools should be accorded the same treatment as any other Gujarathi School.

Owing to the constant complaints from the two classes, I would add the words "Fair impartial" between "a" and "generous."

Paragraph 85.—It is not merely my desire, but it is also my opinion that a class should be opened for fifteen Marathi boys of school-going age. The Commissioners think Government should not be expected to undergo the expense involved in attaching a Marathi Master to a Gujarathi School and to them it may seem an unreasonable demand, but I think nobody will allow that there is reason in indirectly forcing any number exceeding 15 and short of 30 to forget their own mother-tongue. Such a number, I believe, has some claim upon Government in the matter of Education.

I would make the following suggestions at the end of Chapter 9 :—

Paragraph 161.—"In this as well as in the Kala Bhavan, steps should be taken to impart instruction through Marathi and Gujrathi and not solely through Gujarathi as is done now. There is a very large number of Marathi students in these schools, and for want of provision these have no recourse but to take such instruc-

tion as is given there. Masters who can teach in Marathi should be employed, and the books of instruction used should be rendered into Marathi for the benefit of Marathi students."

Paragraph 180.—I am against the proposal to stop the Shrawan-Mas-Dakshạna.

Paragraph 181.—The pujariship should not be reserved unless the services of the present incumbents are liable to be dispensed with at pleasure.

Besides to graduates of such a Pathshala, as is contemplated, the pujariships will not be sufficiently attractive. Lastly, a mere diploma from the Sanskrit Pathshala will not make them eligible for the duties of pujaries. Moreover these graduates may be of any caste (that is, non-Brahmins) and they cannot, at least for some time to come, be admitted to pujariships.

(Sd.) R. H. GOKHALE.

10*th January* 1910.

HUZUR ORDER.

DATED 22ND FEBRUARY 1910 ON THE REPORT OF THE EDUCATION COMMISSION OF 1908—09.

Para. 8. His Highness agrees with the recommendation of the Commission and not with Mr. Manubhai. It will not do to rely upon voluntary contributions from villagers when experience shows they do not, in fact, contribute, and when the chance of making them contribute is so very remote.

„ 10. It appears that the cost of opening new schools, as recommended, will be Rs. 32,076. Considering the large expenditure which appears to be absolutely necessary in other directions, His Highness thinks that we might perhaps have left the opening of new schools for the present. Before further extension, we should endeavour to perfect what we have. Still these new schools may now be opened and the money required (Rs. 32,076) is hereby sanctioned.

To raise salaries for qualified teachers, as recommended by the Commission will, it is estimated, cost Rs. 1,70,136 per annum. His Highness sanctions the recommendations made and the expenditure necessary.

„ 13. The recommendations of the Commission are accepted. If the conditions of service are improved it is not only fair but necessary that qualifications should also rise.

„ 15. The suggestion of the Commission is approved and the Department should see that it is carried out. It ought to have done this before.

„ 16. The Head of the Department may have the power suggested. Other Departments may take note of this ruling.

„ 19, 25, 26' & 30. The views of the Commission are accepted. As expressed in these paragraphs a sum of 1 lakh will be provided annually for village school buildings. In deciding upon the villages in which the school houses should be built, preference should be given to those who offer help. Meanwhile as suggested in para. 26 public buildings should be utilized where possible. Besides the money set apart for primary school buildings, half a lakh annually will be provided for secondary school-houses.

„ 31. His Highness agrees to the nomenclature and division suggested by the Commission, though in view of the orders on paragraphs 33-35 the division into Lower and Higher is hardly necessary.

„ 33, 34 & 35. Government sympathises with the desire of the Commission to entrust as much as possible to the people, but it doubts whether the Boards are sufficiently advanced to take the responsibility of managing education which is the foundation of every thing. The Department is to endeavour to interest people as much as possible and must allow them full scope for criticism, examination and suggestion. But for the present the whole administration of Primary Education will be undertaken by the Education Department.

„ 41. The recommendation of the Commission is accepted and it is ordered that the Boards keep up such school-houses, Government having provided most of the cost. This in only fair.

„ 42 & 44. The recommendation of the Commission is approved.

„ 48. The lists should be made by the villagers, etc., if possible, and the practice as to appeals should continue as it is for the present.

Paras 50, 51, 53, 55, & 56. His Highness agrees with the Commission and not with Mr. Gokhale, and accepts their views of the principle involved.

" 57. The matter should be dealt with separately. It is well that attention has been drawn to this aspect of the question.

" 58. Teachers should be given reasonable powers of granting leave, and the Department should draw up rules.

" 59. The recommendation of the Commission is in accordance with the practice at present followed; that practice should be continued.

" 60. His Highness is pleased to order that the Revenue Officers should be asked to note this view with which His Highness agrees.

" 62. The view of the Commission is accepted.

" 63. The recommendation of the Commission to raise the standard of Compulsory Education to the fourth at once and the age of girls to eleven is accepted. The sum of Rs. 40,000 is sanctioned and should be provided in the next Budget. Provision of as much as is likely to be required this year, should also be made immediately.

His Highness takes this opportunity of observing that our ultimate aim should be not the fourth but at least the fifth standard. He feels that full advantage cannot otherwise be taken of the Compulsory System; for, the mere rudiments of education acquired by children of twelve or under, are not likely to be remembered. The Department should bear this in mind and should take further orders when another step in advance appears possible. The officers of the Education Department and others should carefully study and see whether the education given has been forgotten in after-life or remembered and turned to account. If what is learnt is forgotten in after-life, the object of education may be considered proportionately defeated. Remedies for such defects, if observed, should also be pointed out in due time.

" 65 & 66. 67 and 68. His Highness is pleased to order that this should be tried; the Department should be instructed to act according to the principles enunciated and make such alterations in the present curriculum as are possible.

" 69 & 70. Government agrees with the views expressed by the Commission.

" 72. Orders will be passed later on, if necessary. The matter is of a very controversial nature and of such difficulty and it will not be desirable to attempt any final solution without full deliberation and debate.

" 74 & 77. The recommendations of the Commission are accepted as regards nature study, and their views are approved as regards sanitation and hygiene.

" 76. In principle, His Highness agrees with the principle accepted by the majority of the Commission; but as regards men actually now employed, the Department should take orders; and in Taluka Schools special teachers might perhaps be kept; but if so, a small fee may be charged.

" 78. Government agrees with the views of the Commission but in schools where a small fee can be levied there is no reason why Manual Training should not be taught. The principle is that special subjects may be taught if the expenditure on them can be met, partly or wholly, by the levy of special fees.

Paras 82 & 86.	His Highness is inclined to agree with the Commission. When 40 children are secured, the Department should recommend the opening of a special school.
	To impart education in different languages is expensive and therefore the object of Government should be not to emphasize the study of languages so much as to develop the views of students, and to equip its subjects with a certain amount of training to enable them better to fight the battle of life.
„ 88.	The general principle is correct. But in view of the existing state of widely spread ignorance, the present practice may have to be continued. The true principle should be kept in view, and acted on when circumstances seem to warrant it.
„ 97.	His Highness is pleased to approve of the suggestion of the Commission.
„ 98, 99 & 100.	Orders will be passed later on. For the present the increase of expenditure necessitated by the scheme of Compulsory Education is so great that other reforms, however desirable in themselves, must be postponed.
„ 113 & 114.	Manul Training may be introduced if half the expenses are met by extra fees.
„ 119.	Government approves of the views expressed by the Commission and by Messrs. Seddon and Clarke. It recognizes the extreme importance of this point, takes great interest in the physical question and feels that parents should take the same interest too. It approves of the suggestion to have feeding arrangements and hopes the Department can devise some scheme to attain this object by experimenting on a school or two and introduring arrangements enabling boys to get food on payment. The Department must try its best to bring about the necessary change of sentiment and exert itself to the utmost to think out and suggest means to effect it.
„ 121.	His Highness agrees generally with the Commission; but in a few schools, e. g., Baroda and Pattan, the experiment of introducing the books of the International Moral League, or other similar books should be tried.
	General history of religions with their main doctrines may be explained to boys; no particular religion should be inculcated as the true creed.
„ 133 & 134.	The recommendations of the Commission are accepted. His Highness desires to express his conviction that Technical Schools will, in due course, become a necessity, and that the best development of them will demand our very earnest consideration.
„ 136 & 137.	The suggestion of the Commission is accepted and may be acted upon.
„ 138, 139, 141, 142 & 147.	His Highness sympathises with the views of the Commission; but as a matter of fact in view of the expenditure in Primary Education money will not be available, and Government is unable to incur any increased expenditure on this laudable institution.
„ 144 & 145.	The raising of the fees, as suggested by the Commission, is santioned and the revised fees should be introduced at once.
„ 149, 150 & 151.	Government is generally in favour of the recommendations of the Commission and desires that the Department should take steps to get the matter settled. These matters have long been under discussion and it is hard to understand why the Department has not got the buildings commenced.

Para 153. This should be submitted for consideration after the present system of new scholarships has been tried for some time.

„ 154. His Highness is pleased to approve of the recommendation.

„ 155. Approved. As far as possible this Officer should also be trained in pedagogy, to learn which the State will send a student at its own expense.

„ 156. The suggestion is approved.

„ 162 & 163. The remarks made in these paragraphs are approved and the Department should do its utmost to follow the suggestions made.

„ 164. Approved. Recommendation may be made by the Department.

„ 167 & 169. The proposals are accepted and should be acted upon at once. His Highness is not, however, particularly sanguine and fears that our efforts may fail to secure the numbers wanted.

„ 168. Approved and sanctioned.

„ 170. It may be doubted whether many girls will be found to take scholarships in District Schools on the conditions prescribed, and sanction for the provision of Rs. 1,200 only is given at present. If the experiment succeeds and more money is wanted, it may be asked for.

„ 170 & 173. His Highness is pleased to give half, i. e., Rs. 3,240, and to say that the Department should ask for more, if necessary.

„ 171. The recommendation is approved.

„ 172. His Highness is rather inclined to agree with Mr. Manubhai except in the case of Taluka Schools. In schools where *darzis* are now being employed, they may be kept on for the present. New schools will not be provided with a *darzi*.

„ 173. Sanction is also given to an additional grant of Rs. 960 per annum for scholarships in the Female Training Colloge. But the scale should be Rs. 6, 7, 8, 9 and 10 for the various years, beginning with the first. It will be necessary to see whether this system produces disinclination to work and it would be better to make the annual increment conditional upon satisfactory conduct and progress.

„ 174. The recommendations of the Commission are worthy of consideration, but the subject should be handled seriously later on when the orders about the Compulsory Education have been carried out, and their financial aspect definitely found out.

The annuities given as Shravan Mas Daxina should, however, be stopped in future unless fresh orders are taken by the Department to continue them.

„ 183. The recommendation of the Commission is approved.

„ 187. Government agrees; but it will be enough if one in four appointments be held by a trained Vernacular teacher. This concession to the Vernacular Branch may be withdrawn if the experiment is not satisfactory.

„ 188. His Highness agrees and desires that the Officers of Departments constantly coming into contact with Educational Institutions, should realise their responsibilities in this matter.

Para. 190. This suggestion is accepted.

„ 193. The new Professorship in the Baroda College need not be established.

„ 195. Government will wait for some time before passing orders in this matter ; we must first know definitely what the expenses of Primary Education as now extended, are.

„ 196 to 199 His Highness apporves of the views of the Commission; but this need not prevent having a common Laboratory for the College, Kala-bhavan, etc., where Science can be taught to all.

„ 200. His Highness is pleased to order that Hindi should be encouraged in all schools as far as this can be done without appreciably increasing expenditure by the addition of separate staff and without marring the progress of the students in other subjects.

„ 201. A class in the Training College should be opened for those who wish to get higher knowledge through the Vernacular. This might, indeed, some day perhaps blossom into a University–a consummation which will not be attended by the sacrifice of collegiate education. Government cannot hold out the hope of appointments to students of such a Vernacular course except where they compete as clerks for posts where a specially good knowledge of the Vernacular is needed. This Institution, if successful, may be able to spread more easily higher knowledge in the masses, who cannot afford time and money to acquire knowledge through foreign languages.

Appendix 8. The division of Vernacular schools should be as suggested.

(Sign.) MANUAL.
22-3-1910.

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